



RICHMOND POLICE DEPARTMENT GENERAL ORDER

NOTE: This directive is for internal use only, and does not enlarge an employee's civil liability in any way. It should not be construed as the creation of a higher standard of safety or case in an evidentiary sense, with respect to third party claims. Violation of this directive, if proven, can only form the basis of a complaint by this Department, and then only in a non-judicial administrative setting.

Chapter 7	Number 13	Effective Date 07/07/09	Review Date 2012
Subject HOSTAGE AND/OR BARRICADED SUBJECT SITUATIONS			☐ New Order ☒ Replaces G.O. 7-13, (03/12/2004)
References CALEA 46.1.1, 46.1.2, 46.1.3a, 46.1.3b, 46.1.3c, 46.1.3d, 46.1.3e, 46.1.3f, 46.1.3g, 46.1.4a, 46.1.4b, 46.1.4c, 46.1.4d, 46.1.4e, 46.1.4f, 46.1.6a, 46.1.6b, 46.1.6c, 46.1.6d, 46.1.6e, 46.1.7a, 46.1.7b, 46.1.7c, 46.1.7d VLEPSC ADM.07.02c, ADM.14.01, OPR.01.08a, OPR.05.01d, OPR.05.01e General Order 1-5			
 _____ Chief of Police or Designee		07/07/09 _____ Date	

I. PURPOSE

The purpose of this directive is to establish the policy and procedure for the Department's response to situations involving hostage(s) and/or barricaded subject(s).

II. POLICY

It is the policy of the Department to deploy the SWAT Team and Negotiation Team utilizing the least stringent means consistent with the incident to any verified Hostage/Barricaded suspect incident as defined by this policy. It is the responsibility of the Department, in any hostage and/or barricaded subject(s) situation, to protect lives, property and apprehend violators of the law.

III. ACCOUNTABILITY STATEMENT

All employees are expected to fully comply with the guidelines and timelines set forth in this general order. Failure to comply will result in appropriate corrective action. Responsibility rests with the Division Commander to ensure that any violations of policy are investigated and appropriate training, counseling and/or disciplinary action is initiated.

IV. DEFINITIONS

- A. **HOSTAGE** – A person held against his/her will by a perpetrator who intends to use the safety of the person to their advantage.
- B. **BARRICADED SUBJECT** – An individual probably armed, believed to have been involved in a criminal act or is a significant threat to the lives and safety of citizens and police; and is in a position of advantage, affording cover and concealment; or is contained in an open area and the presence or approach of police officers could

precipitate an adverse reaction by the suspect; and the suspect refuses to submit to arrest. These situations have a high potential for serious injury or death, and result in unsafe conditions for the officers on the scene.

- C. SPECIAL WEAPONS AND TACTICS (SWAT) TEAM – A team composed of police personnel, who are specially trained and equipped to intervene in high-risk situations.
- D. HOSTAGE NEGOTIATIONS TEAM (HNT) – A team composed of police personnel, who are specially trained and equipped to intervene in high-risk situations.
- E. TACTICAL COMMANDER – The individual responsible for control of the tactical *Command Post and SWAT actions in conjunction with Hostage Negotiators. The Tactical Commander is the OIC of SWAT.*
- F. SUPPORT COMMANDER – The individual responsible for coordinating traffic and crowd controls as well as overall support for the operation. *The Support Commander is the Captain of SED or his/her designee.*
- G. INVESTIGATIVE COMMANDER – The individual responsible for developing information on the principals involved in the incident, securing evidence for prosecution of suspect(s), *overseeing search warrants if applicable, and coordinating with other law enforcement and/or emergency services agencies as directed by the Chief of Police or Incident Commander. The Investigative Commander is the ranking Detective Supervisor on the scene.*
- H. INCIDENT COMMANDER – The individual responsible for the overall command and control of the situation including management of personnel and resources, establishing liaison with outside agencies, and establishing the Incident Command System. *The Incident Commander is the Major of Support Services.*
- I. INCIDENT COMMAND SYSTEM (ICS) – The ICS is built around five functional areas: Command, Planning, Operations, Logistics and Finance/Administration. *The Department will utilize the ICS model to provide a means to coordinate response efforts of individual units and agencies to stabilize and resolve critical incidents.*
- J. *PERIMETER – The inner perimeter is a danger area controlled by SWAT personnel. The outer perimeter is a safe area for the general public outside of any police lines.*
- K. *ACTIVE SHOOTER – An armed person who has used deadly force on other persons and aggressively continues to do so while he/she has unrestricted access to additional victims. An incident in which the subject has shot victims but is no longer shooting when police arrive is still considered an active shooter situation. An active shooter incident requires immediate action and rapid deployment and therefore, does not incorporate Hostage/Barricaded Suspect tactics.*
- L. **CHARACTERISTICS OF AN ACTIVE SHOOTER INCIDENT:**
 - *Emotionally charged;*
 - *Very volatile;*
 - *Extremely unstable situation; and,*

- *Victims are currently being killed and/or attacked or suspect has just killed and/or attacked victims.*

M. CHARACTERISTICS OF A HOSTAGE/BARRICADED SITUATION:

- *Emotionally charged;*
- *Very volatile;*
- *Situation is somewhat stable; and,*
- *No victims are currently being killed and/or attacked.*

NOTE: *It is critical to know the difference between these types of calls and to respond appropriately. Always remember that one can easily become the other quickly and without warning.*

V. PROCEDURE, ROLES AND ACCOUNTABILITY

A. First Officer(s) at the Scene *shall*:

1. *Immediately request a supervisor and* notify the Division of Emergency Communications (DEC) concerning the existence of the situation;
2. Obtain as much intelligence as possible and continue to update all information as it is received;
3. *Contain the suspect by covering all possible escape routes using the assistance of other officers. Officers shall use a Tactical Parking mindset, depending on the response to the incident, to prevent causing choke points that may hinder and/or prevent the delivery of critical assets (tactical and medical) to the scene where they may be needed;*
4. Begin to coordinate the establishment of a perimeter as additional units arrive;
5. *Remove all spectators from any area that may be considered dangerous if it can be done safely. This activity will be taken over by SWAT personnel when deployed to the inner perimeter. Any further evacuations will be determined by the Incident Commander. All persons removed should be identified and questioned. This information should be sent to the Command Post when applicable;*
6. Maintain strict firearm discipline at the scene. As outlined in General Order 1-5, Use of Force Policy, weapons should not be used except in self-defense or to defend a third party from the threat of death or serious bodily injury. *Someone who has a lone hostage and is shooting at the police is not an active shooter. He/she is actively shooting at the police and Distance and Cover applies to a Barricaded/Hostage situation. Cover should withstand the rounds fired by the suspect; and,*

NOTE: The officer(s) who initially responds should remember that, in most situations, any attempt to resolve the situation with an immediate use of force

might subject the officers and any hostages present to needless danger. The initial period of contact between the hostage taker or barricaded subject and the police is the time of highest stress and emotion and therefore the most critical. **TIME IS THE SINGLE GREATEST WEAPON THE POLICE POSSESS.** Containing the suspect and initiating no immediate action may often be the best response.

7. ***Brief the first responding supervisor upon his/her arrival. Include the status of the incident and the deployment of the officers.***

B. *Supervisors shall:*

It is the policy of this Department to deploy the SWAT Team and Negotiation Team to any verified hostage/barricaded suspect incident utilizing the least stringent means consistent with the incident. The initial supervisor shall assess the incident. If the barricaded suspect fits the criteria as defined in this order, it is his/her responsibility to initiate a SWAT and HNT page alert.

1. ***Evaluate all available information and adjust perimeters as necessary;***
2. ***Notify the Night Supervisor or Precinct Commander (based on time of day);***
3. ***Establish a temporary Command Post prior to the pager alert;***

NOTE: It is important for a supervisor to provide a location for specialized units to respond. This will be part of the initial alert. This location should be a secure place, out of the line of fire of the situation, with secure means of ingress and egress, with the understanding that it may change based on the dynamics of the incident.

4. Designate an assembly point for responding emergency equipment. This area should be out of the line of fire, allow safe ***ingress*** and egress and not interfere with movements into or around the inner perimeter.
 - a. A checkpoint may also be established. This is the sole location where persons and vehicles that want entry inside the outer perimeter are directed to for clearance.
 - b. Request that an ambulance(s) be dispatched to the assembly point for immediate response if needed.
 - c. ***Designate a Recorder for all pertinent information.***
 - d. ***Formulate an action plan which may need to be implemented prior to tactical arrival. Elements include: Suspect surrenders (arrest team), Release of hostages (recovery team), Suspect confronts first responders, and conduct requiring an immediate response (active shooter situation).***
5. ***Be responsible for traffic and crowd control as directed by the Support Commander.***

C. *Ranking Traffic Supervisor shall:*

Be responsible for traffic and crowd control as directed by the Support Commander.

D. *All Police Personnel arriving at scene to assist with critical incidents (except those authorized to report to the Tactical Command Post (TCP)) shall:*

1. *Report to the Support Command Post first, unless they already have received an assignment; and,*
2. *Follow the Chain of Command as listed under Attachment A.*

NOTE: Based on Incident Command, the Chain of Command may decrease or increase in correlation to the incident. Each Commander position may be filled by designating on-scene personnel if required. If necessary, the Financial/Administration section may be added to include units for time, compensation claims, procurement of additional resources, recording expenses and documenting injuries and liability issues.

E. Division of Emergency Communications (DEC) *shall:*

1. Open an emergency channel and advise all units on all channels of the situation, when notified of a Hostage/Barricaded Incident by a supervisor on the scene;
2. Notify all units at the scene and responding units to utilize the *established* emergency channel;
3. Immediately notify or cause to be notified:
 - a. *The Command Staff pager alert;*
 - b. The Hostage Negotiations Team Commander *and Team;*
 - c. *The SWAT Team Commander and Team;*
 - d. The Precinct *Commander* or on-duty Lieutenant of the Precinct in which the situation occurred *and Night Supervisor. The ranking supervisor shall immediately respond and assess the situation to include the immediate supervisor's decision to activate or not activate a SWAT call out during hostage/barricaded situations on VCU Property;*
 - e. The ranking on-duty Detective Division supervisor;
 - f. Public Affairs Unit; *and,*
 - g. Individuals and/or organizations as requested by police personnel/supervisors on the scene. *And,*
4. *Log the responding SWAT/Negotiator personnel to the call and advise them where to respond and the zone and channel the operation will be working on.*

F. Incident Commander (*Major of Support Services*) *shall:*

1. *Upon arrival, the Major of Support Services shall act as the Incident Commander;*

2. Establish, command and control of the incident utilizing the Incident Command System model;
 3. Establish the Incident Command Post;
 4. ***Mobilize and control*** personnel and equipment resources at the incident;
 5. Establish liaison with outside agencies, including the Emergency Operations Center, if ***in operation***; and,
 6. Be responsible for the overall supervision and coordination of the incident.
- G. The Tactical Commander ***shall***:
1. Establish ***and maintain*** a Tactical Command Post (TCP). This TCP shall be close enough to provide control of the situation and provide sufficient cover ***and security*** to those personnel who will operate at this center. All communications and/or negotiations with the suspect(s) and all tactical plans will emanate from this center;
 2. Establish a staging area at a location close to the TCP and the Inner Perimeter providing cover for special police equipment and team formation;
 3. Be responsible for control of the tactical situation to include coordination of hostage negotiations and SWAT Team activities;
 4. Make provisions for chase or surveillance vehicles and/or aircraft in the event the situation becomes mobile and will direct that a survey be made to assess possible routes of travel;
 5. Control the Inner Perimeter; and,
 6. Appoint a Recorder to establish a written log of times, actions, events and personnel at the scene.
- NOTE:*** Only the Chief of Police, ***Assistant Chief of Police, Incident Commander***, members of the SWAT Team, Hostage Negotiations Team and those officers specifically requested by the Tactical Commander should be allowed access to the TCP.
- H. ***Recorder shall:***
1. ***Work from the Tactical Command Post; and,***
 2. ***Establish a written log of times, actions, events and personnel at the scene.***
- I. The Support Commander (***Captain of Special Events Division***) ***shall:***
1. ***Upon arrival, the Captain of Special Events Division shall act as the Support Commander;***
 2. ***Establish, command and control of the incident utilizing the Incident Command System model;***

3. ***Be responsible*** for coordinating traffic and crowd control on the Outer Perimeter;
 4. Establish a Support Command Post. The purpose of this Command Post is to provide logistical support, ***supplies and equipment needs*** to the Tactical Commander ***as needed***. This command post will be located along the Outer Perimeter; and,
 5. Coordinate actions with the OIC of the affected Precinct/Division in the event of a need to relieve police personnel on assignments or the holding over of an off-going relief to ensure adequate manpower.
- J. The Investigative Commander (***Ranking Supervisor of Major Crimes on the scene***) ***shall:***
1. Be responsible for gathering background information on the hostage taker(s), hostage(s) and/or barricaded subject(s);
 2. Direct the interviewing of witnesses;
 3. Secure evidence for the prosecution of the suspect(s); and,
 4. Establish a liaison with other law enforcement agencies as directed by the Tactical Commander.
- K. ***OIC of the Public Affairs Unit or designee shall:***
1. Serve as the Public Information Officer;
 2. Establish a press area for news media personnel, preferably near the Support Command Post;
 3. Control access to the press area, ensuring that only authorized members of the press are admitted;
 4. Periodically release statements as directed by the Chief of Police or designee; and,
 5. Handle any problems with the Media.
- L. The SWAT Team ***shall:***
1. Inform the DEC communications officers on the radio channel of the Precinct in which the situation is occurring that he/she is responding to and his/her approximate Estimated Time of Arrival (ETA); and,
 2. Prepare and submit an "After Action Report" ***through channels to the Major of Support Services and*** Chief of Police ***or designee*** following the situation.
- M. Hostage Negotiations Team ***shall:***
1. Be responsible for establishing and maintaining communications with the barricaded or hostage subject;
 2. Control all communications with the subject throughout the situation;

3. Disseminate any intelligence that they gather to the Tactical Command Post and to the SWAT Team; *and*,
4. Prepare and submit an "After Action Report" *through channels to the Major of Support Services and* Chief of Police *or designee* following the situation.

N. *Night Supervisor/Precinct Commander shall:*

Respond and assess the situation to include the immediate supervisor's decision to activate or not activate a SWAT call out during hostage/barricaded situations on VCU Property.

O. Hostage/Barricaded Situations - VCU Property:

1. In the event of a verified hostage and/or barricaded subject situation on Virginia Commonwealth's University's (VCU) property (which includes the East campus of the Medical College of Virginia-MCV), the Commander or the OIC for VCU Police shall notify the Richmond Police Department. Through an agreement with the VCU Campus Police, the Richmond Police Department shall assume total command of any hostage and/or barricaded subject situation that may arise on the campus.
2. Through an agreement with the Virginia Department of Corrections and VCU Campus Police, the Richmond Police Department shall assume total command of any hostage and/or barricaded subject situation that may arise at the MCV Prison Ward.

VI. **FORMS**

After Action Reports

HOSTAGE AND/OR BARRICADED SUBJECT SITUATION

CHAIN OF COMMAND

